

FEASIBILITY STUDY

City Center

Public Facilities

SOUTH BURLINGTON, VERMONT



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Feasibility Study

D&W Project # 13-665

City Center Public Facilities

South Burlington, Vermont

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Dore & Whittier Architects, Inc. would also like to acknowledge the time and effort of all the department heads and staff from the Community Library, Recreation and Parks and City Hall that participated in this study.

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Section A

EXECUTIVE SUMMARY

THE RECOMMENDATION

It is the recommendation of the Task Force to the South Burlington City Council that all three facilities (City Hall, the Library, and Recreation Department) belong in the TIF District. Further, the Task Force believes there are beneficial synergies and efficiencies in combining all three facilities in one building and strongly feels that the project should be advanced as a single project.

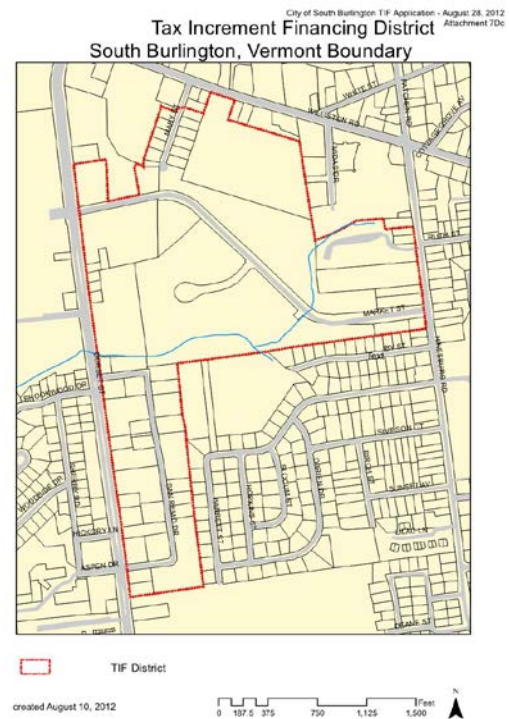
Additionally, while not within the original charge, and based on discussions during this process on what can provide the greatest benefit to the City in the long term, the Task Force recommends that City management and the South Burlington School District engage in discussions regarding the suitability and feasibility of including a School District administration component in a new, combined Community Center to best serve the residents of South Burlington.

INTRODUCTION

In June of 2013, the South Burlington City Council directed the City Manager to initiate a pre-construction phase for City Center, a walkable downtown core for South Burlington. City Center is defined by the land south of Williston Road, east of Dorset Street and west of Hinesburg Road.

To stimulate economic development, the State of Vermont provides the opportunity for communities to apply for Tax Increment Financing (TIF) District designation through the Vermont Economic Progress Council (VEPC). TIF District financing allows approved communities to keep 75% of the growth in State Education property tax revenue within the area of designation over 20 years to pay down costs to build projects. In 2013 the City of South Burlington received approval of the South Burlington TIF District within City Center. The TIF District financing approval also requires that South Burlington retain 75% of the growth in municipal property tax revenue within the area of designation over the same term to pay down costs to build projects.

This provides South Burlington with an essential catalyst to develop City Center into a downtown core for the City, meet existing and future needs, enhance prospects for the success of the TIF District, and create a destination for residents and



visitors alike. Questions surrounding this notion include “What defines City Center?” and “What functions are appropriate to be located within City Center?”

The City is at a point now to decide what functions are appropriate to locate in City Center. TIF District financing is approved at 30% for the library and recreation center facilities and 10% for the City offices if constructed within the City Center. Although the value these functions would provide is undeniable, the significant financial commitment by the City is recognized. Therefore the City Council established the City Center Public Facilities Task Force (Task Force) to re-validate the significance and capacity of the City to locate these functions within City Center.

The Task Force has been charged with developing a recommendation to the City Council by December 20, 2013 on which public facility functions should be located within the City Center. The City of South Burlington has engaged Dore & Whittier Architects, Inc. (D&W) to assist the Task Force in providing this recommendation by conducting an assessment and developing diagrammatic options for evaluation to determine the viability of relocating public facilities within the future City Center Development.

Over the past few months The Task Force reviewed the programmatic needs of the Community Library, Recreation Department and City Hall, evaluated the proposed programs, diagrams and associated costs addressing the desired adjacencies and relationships of the facilities, and discussed pros and cons of each in preparation for making a recommendation to the City Council. This report documents the process undertaken and all information evaluated by the Task Force to put forth their recommendation.

THE PROCESS

D&W reviewed previous studies, reports and concurrent draft studies including but not limited to:

South Burlington TIF District Application – August 28, 2012

Community Library Feasibility Studies – Phase 1 and Phase II

Vermont Population Projections, 2010-2030 – August 2013

South Burlington City Hall Building Survey – May 27, 2007

South Burlington Energy Audit, June 2010

Community Center and Indoor Aquatic Center Feasibility Study- December 2003

South Burlington Community Library Feasibility Study – 2004 and 2006

City Center Form Based Codes – working draft document

Department heads and staff were interviewed to gain a better understanding of the current facilities and programs offered and the benefits and shortcomings for each. After gathering the existing information, D&W worked with the groups to determine proposed space programs for a new facility to

accommodate the needs of the departments and the programs offered. The programs were vetted with each department and then again with the all of the other departments together to identify synergies between the groups. This led to the development of five options:

Option 1: No New Build

Option 2: Stand Alone Facilities

Option 3: Combined Facility (Recreation Center, Library, and City Hall)

Option 4: Combined Recreation Center and Library; Stand Alone City Hall

Option 5: Combined City Hall and Library, Stand Alone Recreation Center

The options and their cost estimates were reviewed by the Task Force. The Task Force discussed at length the future identity of City Center and listened to comments from the public and departments for consideration while evaluating the options. Factors considered while evaluating the options included:

- South Burlington needs a sense of place, an identity that makes our community unique for activity and vibrancy – not solely another commercial shopping area with a green space.
- Co-locating would provide efficient access and convenience for individuals of all ages and families.
- The viability and sustainability of a City Center requires local support and usage.
- The development of public facilities in City Center will act as a catalyst to private development.
- South Burlington residents will have increased opportunities for public engagement within City Center and a sense of ownership.

It was determined that Option 1 was not considered a viable option due to the deficiencies in the existing square footages and structure, and that developing estimates related to curing deficiencies was outside the charge of this Task Force. Option 2 was the least desirable of the remaining options as it offered the least efficiencies between the functions. Minimal synergies existed between the Library and City Hall therefore the group determined Option 3 and Option 4 were the more desirable options.

After further analysis, the Task Force concluded that a multi-generational community center with all three entities - Recreation Center, Community Library and City Hall – would provide the greatest opportunity to create a sense of place, a destination for residents and serve as the initial catalyst for future development in City Center.

Section B

PROGRAM ASSESSMENT

INTRODUCTION

Dore & Whittier Architects, Inc. toured existing facilities housing the Community Library, Recreation Department, and City Hall, and interviewed the Department Heads and Staff in October and early November 2013. A summary of the discussions is included below. Please refer to Appendix B for detailed minutes from each of the meetings.

LIBRARY

The Community Library is housed within the South Burlington High School Library. It occupies approximately 6,000 square feet of the total 12,000 square feet space (Refer to floor plan in Appendix C). The Community Library occupies a circulation desk, office and work spaces, children's room and adult reading room and shares the collection stacks, reading area, meeting room, technology and storage.

Although initially the Community Library/High School shared space enabled the fledging Community Library to grow, it has now outgrown this arrangement. The high school use impacts the feel of the library, making it much more of a student-oriented atmosphere and less of an atmosphere that feels appropriate for adults, seniors, and parents with small children. Limited space for collections, programs, activities, reading areas, meeting rooms, storage, performances and parking are the primary shortcomings of the current library's ability to fully meet the needs of the community.

The current community library collection is 46,977 volumes, which includes print and media formats. This is an increase of almost 20% from 10 years ago when D&W initially did a study for the Library in 2004. Based on recommendations from *Wisconsin Public Library Standards* for South Burlington's population of 17,904 (from 2010 Census), the collection size should be approximately 91,000 volumes. The current collection is less than half the recommended amount for a population of this size. However if the Library wanted to increase the collection size, it could not due to space limitations. The Director and head librarian indicated in our interview that for every new book that comes in, an old book must be retired. There is simply no further shelf space available, and some volumes were observed to be stored on the floor under shelf units.

The shared use of the library space can be intimidating to some patrons, due to noise transmission though the open space, especially when large high school classes or study halls occupy the room. The students can be noisy and disruptive, even if unintended. Although the children's area is widely used throughout the day, extended use by the public seems to occur primarily after school hours. The site conditions contribute to this as well, with limited parking and—depending on the time—inability to exit the parking lot due to bus/parent pick-up traffic. Also worth noting is that 10-12% of borrowers are non-residents.

Despite these limitations, the library continues to do exceptional outreach to the public with a variety of programs and events offered. Book discussions, family nights, concerts, music series, teas, brunches, poetry slams, knitting groups, and family story time are a few of the activities offered with groups sizes ranging from 15-140 people. Meetings for the Library Board of Trustees, Friends of the Library and staff also take place in a meeting room shared with the high school.

The Library is a destination for all ages. To continue to serve the public to the level desired, adequate space is needed. Louise Murphy, Director of the Community Library, has shared her vision for the Community Library as an economic catalyst and community destination that serves as a social gathering space and resource for all ages.

Spaces desired to transform this vision to a reality include the following:

Collection Space

- Accommodate approximately 94,000 volume collection based on 22,000 projected South Burlington population in 2030
- Flexibility of space to adapt to shift from print to digital formats
- Low stack for openness and better supervision

Reader Seating Space

- Comfortable seating for leisure readers and laptop users (tablet seating)
- Cozy reading nooks and casual seating for small groups scattered throughout
- Coffee shop/tables and chairs run serviced by a 3rd party vendor

Computer/Access to Technology

- Library catalogs dispersed throughout
- Computer tables and chairs / Laptop trays
- Wireless laptop areas where laptops can be secured under glass or to the table
- Situate staff desk in computer area to assist patrons with technology

Circulation Area

- Circulation desk located adjacent to library entrance and foyer
- Circulation Supervisor, Library Director, Public Service Librarian's Offices, Acquisition processing area, volunteer work space should be near Circulation Area
- Circulation desk should be away from quiet areas of the library
- Circulation desk should not have backdrop of open windows or if windows, should have capacity to have blinds for security
- Circulation desk should have hearing loop (speech reinforcement technology)
- Circulation desk needs to be large enough for multiple carts of books and should have a half swinging door to delineate that it is not a public area

Library Director's Office:

- Include space for a meeting table to seat four
- Desk space, file space and shelf space
- Not accessible from Main Library; instead located adjacent to Circulation Supervisor and Director's Assistant's Office for monitoring appointments for Director

Book Processing area

- Large worktable dedicated to book processing
- 4 rows of 36 inch shelves, 72 inches high

Main Office Space

- Locate near the Circulation Desk
- Locate office spaces on each level (if multiple levels) for supervision purposes

Children's Collection Room/Area:

- Shelf space
- Reading corners and nooks
- Comfortable leisure reading seating
- Children seating
- Computer space
- Space for exploratory tables
- Easily washable floors, not carpeted
- Natural lighting
- Access to an outdoor area – children's garden

Children's Program Room/Area:

- Adjacent to children's room for story times - allows story times to occur without hindering others from accessing the Children's collection
- Accommodate up to 40 adults and 40 children for story time; locate away from quiet areas of the Library.
- Plentiful storage space for arts and crafts supplies, toys, and seasonal collections adjacent to Children's Room and Children's Program room
- Sink in closet; ideally a small kitchen
- Separate restroom facility for parents and children, with changing facilities

Children's Librarian Office space:

- Located in the area of the Children's Room and the Children's Program Space
- Large storage space areas adjacent to Children's Room and Children's Librarian's Office

- Space needs to accommodate large table for craft planning in addition to Librarian’s Desk, chair, files and shelf space

Quiet reading room:

- Libraries have become community meeting places and are no longer quiet in every area - provide separate quiet reading and work areas for reading, writing, reflection, creative thinking, and relaxation

Teen Space:

- Computer games, programs, comfy for hanging out, collaborative space with supervision; could use medium or large meetings rooms for teen activities; adjacent to Young Adult Area

Maker spaces:

Current trend in libraries is to offer opportunities for “transliteracy” which extends beyond traditional literacy into digital literacy and visual literacy. Maker spaces provide an area for discovery and creation. These spaces provide flexible space where people can tinker, create, and explore technology. Maker spaces might include a 3D printer, workstations where students could take apart a sewing machine to learn about the mechanics, and a space where children might create a lego town that does not need to be taken down immediately. Maker spaces in libraries that have them are heavily scheduled and used for a wide variety of purposes. The ability to leave a project for a period of time to be able to work on such as the creation of a lego town or taking apart a machine is an important component of this space. Access to technology is also a key component of maker spaces.

- Multi-age use space; built-in storage; garage doors

Friends Book sale/Gift shop space:

- Locate near Circulation Desk and Main entrance – shop would not be staffed so it needs supervision
- Possibly locate near coffee shop area if one is included in the library design

Community Space

- A location where groups can meet
- A location for a large workspace for sorting books, repairing books and other projects
- Lockable storage for Trustees / Friends of the Library /Volunteers

Small meeting spaces:

The library will need to meet an increasing demand for meeting space. Meeting rooms will be needed for two-person use. The library is currently a popular meeting space for tutoring and other

two-person meetings. These meetings must be in sound-insulated rooms so that conversations cannot be overheard. Staff will need to have 100 % visibility into the rooms.

- (3) 2-3 person small rooms and (2) 4-6 person rooms with windows and acoustically treated.

Medium size meeting room

- Accommodation of 12-40 people required
- Projection screen and projection system
- Storage space for putting away tables and chairs; flexible seating storage area should be close to the room to ease frequent set-ups and break-downs and accommodate a variety of needs and scheduling factors
- Utilize as a Technology Training Room - well equipped with power, internet connections, wireless internet access; table and chair space for computers with desk top and additional desk top space for papers
- Accessible from the vestibule or foyer area of the Library for after-hours access

Large multipurpose space:

- Accommodate 120 - 200 people
- Moveable seating and tables and an adjacent storage area for convenient storage of tables and chairs
- Accommodate programs that require open areas such as a children's program or an exercise class or seating for programs such as concerts and lectures
- Accessible from the vestibule or foyer area of the Library for after-hours access

Foyer/Lobby:

- Provide a sizeable foyer/lobby space with a large area for public notices, community events and library program display space
- Locate meeting rooms and restrooms adjacent to the foyer/lobby for access when library is closed
- Dedicated cell phone usage area, pay phone, and water fountain

Exterior of Library

- Located near public transportation
- Curbless ADA-compliant accessible entry into the library
- Located in an area where there are sidewalks
- Well marked signage
- Well-lit with appropriate fixtures
- Children's reading garden, game space, accessible from the Children's Room and far away from the Adult Reading Garden, garden space etc.
- Adult Reading Garden or porch, veranda, terrace
- Library should be located near the Senior Center if possible
- Ideally library would be located near affordable housing
- Attached book drop to building if possible
- Abundant and convenient parking dedicated for library patrons
- Heated walkway leading to library to eliminate ice build up

- Drop off area in front of library to accommodate senior center buses and people dropping off and picking up; ideally this area would be covered, and with benches
- Bike rack in well-lit and sheltered area.
- If book drop is on the exterior of the building it should also be in a sheltered area
- Display case location

RECREATION DEPARTMENT

The Recreation Department offices are housed in the City Hall Building. The current space of approximately 5,000 square feet includes four offices, a waiting area, conference room, display space, storage and some shared functions with the rest of the building. The total area includes 2,000 square feet of additional storage space made available after the Police Department was relocated.

The Recreation Department offers a wide array of programs, including sports, art, hobby and educational programs, play groups and fitness, and serves community members from pre-school age to senior citizen. In 2012 over 420 programs were offered. However these programs are offered in various town, school, or privately owned facilities. The major obstacle this department faces is that there is no program space assigned solely to the Recreation Department to schedule throughout the day. The Recreation Department is dependent on availability of spaces within the schools to offer the majority of its programs. This limits their ability to offer many programs during the school day/afterschool program hours that could otherwise serve the pre-school age children and seniors in the community. The large meeting room located in City Hall is another space that is often used; however, programs must work around the various meetings scheduled in the space, not to mention the less than ideal conditions for athletic activities.

The Recreation Department also coordinates a summer camp program with an average of 190 campers each week. Over 50 different programs are offered and three school sites are used to house them. Also during the summer months, the Recreation Department is unable to offer evening programs at the schools due to limited schedules of custodial staff during the summer months. Once again, the programs offered by the Recreation Department are dependent on and limited to the available spaces within outside entities.

In order to support the current programs offered by the Recreation Department the following spaces are desired:

Reception/ Entry / Administration

- Walk-in reception/registration person needed, sitting at a desk at the entrance to the building (or department).
- Displays for information / Exhibit space

Staff Offices

- Seven offices identified to house Director, Assistant Director, Program Coordinators, and Interns

Program Spaces

- Seniors activity space – “Family Room”—or day room. Generally this is an 80+ year old age group who see the programs as a chance to get out of the house and be active. Typical attendance is presently 20-25 once per week, and the Recreation Dept. is looking to increase participation once available space is secured. Needs comfortable, soft furniture. Typical hours of use 8:00 AM – 4:00 PM.

- Teen Center – needs a fresh look, youthful, attractive to the demographic.
- Child Supervision Room - Drop-in for parents who are working out. Does not need to be a large space.
- Tykes/Youth Program Space - Typical equipment for this age group: toys, story area, storage, kids play furniture setup. Need for sink in the room. Ages 1-5 typical population. Activities include: baking, art, music, dance. Outdoor programs - sports readiness (throwing, kicking, catching).
- Teen/Adult Program Space – Maker lab (“Dirty Lab”) for arts and crafts and adult education; flexible furniture and integrated storage; Kiln to allow for ceramics
- Kitchen – discussed as the central space that potentially needs to serve multiple spaces. Ideally directly adjacent to Senior Space. Equipment needs to be mainly warming functions, but with cooking capability. Full commercial kitchen not necessary. Must serve catering function for activities. There are senior functions 2-3X /year where full cooking is required, maybe more.

Physical Activity Spaces

Currently court-based programs are spread across the school buildings, and often get “bumped” by school programs. Recreation Department needs its own court space in a centralized location. It is hoped that the wellness facilities will be utilized by people living in City Center as an early morning, lunchtime, or afternoon/evening resource.

- Provide full size gym lined for (2) cross-court basketball practice courts. Both men’s and women’s leagues need full-size court.
- Need bleachers – up to 500 seats.
- Simulated Outdoor Area (SOA) – Artificial turf to allow programs during inclement weather such as soccer, archery, lacrosse, general fitness, etc.
- Multi-purpose Rooms – provide two spaces – one “favoring” quiet for yoga, and the other for louder activities like aerobics, jazzercise, and zumba
- Lockers: full lockers for adult use with toilet rooms and showers; security required.

Auditorium

- A desired program element for a drama camp, presentations, plays, etc.
- Also a rentable resource to the general public

Storage

- Storage including ball room (basketballs, soccer, footballs, etc.), hard items (floor hockey sticks, tennis, bats, small balls, etc.), summer camp supplies, special events (seasonal decorations mostly), paper products (cups & plates, plastic ware, etc.)

Other: *(Program functions were discussed but not included in space planning)*

- Aquatics Center
- Child-friendly/family friendly water park/ indoor splash park / “sprayground”
- Playground there would be a small fenced in grass field and/or playground

CITY HALL

Multiple departments make up the entity referred to as City Hall: City Clerk, Finance (Tax Collector and Assessor), Human Resources, Planning and Zoning, and City Manager's Office.

City Clerk

The City Clerk's Office houses the city records including but not limited to land records, mortgage deeds, vital records, birth and death certificates, tax forms, grand lists, plat records, meeting minutes and voting applications. Many records are required by the state to be maintained in paper format, even though digital copies are also allowed. Most of these records are stored in a 370 square feet vault for security. The vault is undersized for future needs and already utilizes rolling shelves as a space saving measure.

There are three full-time staff members and one part-time staff person in an open office set-up of approximately 775 square feet. Although it would be ideal for the Clerk to have an acoustically separated office space, all staff desires visibility of the entire office since the public also accesses the space to do research at computer terminals or review documents at a large conference table within the office. However, most transactions with the public occur at the cashier counter which separates the office from the main lobby.

To meet future needs, the City Clerk's Office should be easily accessible from the main lobby so that a voting booth, display board and information can be provided in the lobby. The main office should provide adequate space to accommodate two full time staff and one part time staff person. An area for public to complete electronic searches as well as layout space to review documents and drawings should be visible to staff for supervision. This could be part of a small conference room space. The Clerk's office should be acoustically separate while providing a visual connection to the main office area. Additional secure storage should be provided and easily accessible. A work area including supply storage and copy/postage machines would be centrally located. Ideal adjacencies: Tax Collector and Assessors Office; Planning and Zoning.

Finance

The Tax Collector and Assessor's office is a windowless room with two work stations and approximately 280 square feet total. It is intended to be an open concept however conveys itself like a private office to the public in that it is not directly accessed from the Lobby. The public is often in the space researching files for short periods of time. Some privacy for speaking with the public is desired however both the tax collector and assessor stated they prefer a larger, more comfortable and inviting space with natural light than closed offices so as to remain easily accessible to the public.

The ideal space would be a larger, more comfortable and inviting space accessible from the lobby with natural light, two work areas for the staff, storage for files and layout space for public research and access. Ideal adjacencies: Finance Officer's Office; City Clerk.

Human Resources

All personnel related files, budget books, annual reports and benefits are stored in wide, 4-drawer file cabinets and maintained by the Human Resource Director. More records are stored in fire-proof cabinets and in storage rooms. The office is space-constrained considering that people often visit to fill out forms and discuss confidential matters. Acoustical treatment will be required for this space.

Ideally there would be adequate and lockable storage within the office as well as a small table for people to sit at/fill out forms. Preferred adjacencies include City Manager and Deputy City Manager.

Planning and Zoning

The Planning and Zoning Department consists of three offices and two plan and file rooms, approximately 1,000 square feet total. The department is visited often by the public who currently walk through the Recreation Department to access the Planning and Zoning Department. Ideally the department would have direct visual access to the hallway. The plan and file storage rooms are undersized and do not offer any layout space for review. The department shares three meeting rooms with the other departments in City Hall.

To meet future needs and growth within the City, this department foresees adding future positions for Code Enforcement and a Planning. A larger plan/file storage room is needed with adequate storage and layout space. A public layout space for public research and filling out forms is also desired.

City Manager's Office

The City Manager's office consists of the City Manager, Deputy City Manager, Project Director, Finance Officer, and Office Administrator. There are two offices intended for the City Attorney and Economic Development staff person. The office spaces are reasonably sized however do not provide space for a small conference table which is desired. The group likes the close proximity to each other as it facilitates collaboration.

Future positions are planned for to meet the growing needs of South Burlington, including a City Attorney and assistant, Economic Development office, Communications/Social Media Director, Administrative support and Information Tech position. A work area including supply storage, copy/postage machines and layout space would be centrally located.

Meeting Rooms

There are three meeting rooms in City Hall that are shared by all departments.

The small meeting room is 160 square feet and seats 6-8 people. This space would be ideal if it had more space to spread out drawings/documents that could be reviewed by a group.

The medium meeting room can host 30 people (per the fire code) comfortably and is 545 square feet. This room appears to have the greatest use for meetings but staff can be found rearranging the space multiple times a day to meet the needs of the various groups.

The large meeting room can hold 100 people at 1,950 square feet and can be subdivided if needed. The room configuration is an “L” shape and the location of the partition wall divides the room at a diagonal creating an awkwardly shaped space on either side. Also the partition is not acoustically adequate for the various meetings that could be occurring simultaneously. This room is utilized by City Council, Planning Commission, Development Review Board, among many other committees as well as workshops and as a program space for the Recreation Department. Many of the groups are open to the public and need to accommodate space for community members to attend the meetings. Staff can be found rearranging the space multiple times a day to meet the needs of the various groups. It was noted that this is a large drain on staff time and productivity.

After reviewing the meeting schedules for the various groups, it is clear more meeting spaces equipped with audio/visual (AV) systems and projection capabilities are needed to avoid the inefficiency of reconfiguring spaces. Ideally one room would maintain a public meeting set-up for 50-100 people, another as a board room for up to 20 persons. The smaller meeting spaces would accommodate between 4-10 people with layout space.

An auditorium-like multi-purpose space is desired for intimate performances or large forums/workshops/meetings with comfortable seating. Ideally the space could accommodate up to 375 people and have a robust AV system, presentation and performance lighting capabilities.

Other Spaces

The main lobby serves as the connection to the various departments as well as a display space for public notices and other information. It should be inviting, provide information and opportunity for public feedback as well as promote social gathering. The lobby should also be the start of an intuitive way finder through the building for the public, and encourage use of an open, inviting stair to travel to upper levels along with appropriate elevator access.

A kitchen and break room is currently shared by all departments located in City Hall, including the Recreation Department. Toilet rooms are off this space as well. Ideally, the space would be welcoming for employees to interact; toilets should be located off a hallway and not within the existing kitchen space as is the current condition.

A small shared wellness center with shower is desired.

Exterior of City Hall

The exterior of the current building is an EIFS, or stucco-like finish, that has apparent water damage/intrusion issues. There are few windows and the entrance is set into the building.

Ideally City Hall should be an identifiable and inviting civic building that residents can be proud of and easily access. Architecturally, it should be a memorable and a strong identifiable feature for any new proposed City Center.

Section C

SPACE SUMMARY

The Program Space Summaries are the “roadmap” for design displaying how the program will be met in a new facility.

D&W had discussed the vision of each department for programs and services offered in relation to their current facility or lack thereof, to enable us to have conversations about which programs will have an impact on the requirements of a new facility. We do this to enable staff to think beyond the confines of their existing spaces and situations and instead imagine a more ideal physical setting that will aid, not hinder, the delivery of programs and services to the South Burlington community.

From these discussions, we generated Option 2 – Stand Alone Facilities for the Community Library, City Hall and Recreation Center. We then reviewed each of the programs with the other departments to identify potential synergies between departments. The predominant feature desired by all was meeting rooms. Between the three programs there were seventeen meeting/gathering spaces totaling 8,650 square feet, not including the various multi-purpose program rooms in the Recreation Center. Typical meeting schedules for each of the committees/boards/community groups etc. were analyzed and it was determined that thirteen meeting rooms totaling 6,400 square feet would be feasible in a combined facility. Further, the program spaces requested by the library and recreation center had obvious synergies which led to additional efficiencies resulting in Option 3, which combined all three facilities into one. To better understand the potential relationships between the Recreation Center and Library program space needs, Option 4 was developed.

The Task Force discussed in detail the appropriateness of locating the Recreation Center in the TIF District. The discussion revolved around the fact that locating it in City Center would not provide for adjacent field space and that Dorset Park or another field oriented area in South Burlington may be more appropriate. At Task Force meeting 2, Todd Goodwin, Director of Recreation and Parks Department addressed these concerns, stating that the department is more than just sports and parks. The adjacency of fields is not an issue to run outdoor programs; however, the lack of any dedicated indoor program space is. TIF funding is the Recreation Department’s greatest opportunity to provide a multi-generational Community Center for South Burlington, and serve workers/businesses in the area as well. Members of the Task Force did acknowledge that such a facility has the potential for a larger building footprint. The Task Force requested option 5 – City Hall and Library Facility, with a stand-alone Recreation Center for comparison to the other options.

The following table provides a summary of the options developed.

Program Space Summary

	Option 1 No-Build Option (Existing SF)	Option 2 Stand Alone Facilities (Proposed SF)	Option 3 Combined Facility (Proposed SF)	Option 4 Combined Library and Rec Center (Proposed SF)	Option 5 Combined Library and City Hall (Proposed SF)
City Hall	14,250*	18,500	101,350	18,500	46,500
Community Library	6,000*	30,200		84,600	
Parks & Recreation	5,050*	57,000		57,000	
Total:	25,300*	105,100	101,350	102,500	103,500

PREFERRED
OPTION

*Square footage of existing facilities is included for comparison purposes only. Library square footage is based on City rented space within SBHS Library.

The Task Force reviewed all the options and considered feedback obtained during meetings from the department heads and the public. Although all the options are relatively close in overall square footage, it was determined that Option 3 – Combined Facilities offered maximum efficiencies between departments and the greatest opportunity for stimulating a vibrant and active civic facility in City Center and will require less real estate than multiple buildings.

Option 3: Combined Facility				Existing Conditions			Proposed			Notes
ROOM TYPE	ROOM NFA ¹	# OF RMS	area totals	ROOM NFA ¹	# OF RMS	area totals	ROOM NFA ¹	# OF RMS	area totals	
Shared Spaces							16,370			
Entry/ Lobby /Foyer/Cell phone area										
Toilet Rooms (M/F/GN/Family)									0	inc. in GSF
Display Areas									0	inc. in GSF
Community Info Board									0	inc. in GSF
Community Room (Friends, Board of Trustees/ Volunteers) (up to 15 people)				300	1	300				near public entrance, lock-off from library; provide access from Library and lobby
LIB Friends lockable storage				75	1	75				files, supplies
Trustees Lockable storage				25	1	25				
LIB Large Meeting (12-40 People)				800	1	800				near public entrance, provide access from Library and lobby
LIB Kitchen Space			0	150	1	150				Central to meeting rooms; adjacent to Large meeting room
LIB Tech Lab/ Adult Education				400	0	0				(up to 12 stations) Laptops cart in meeting spaces
LIB Small Meeting (4-6 People)				150	0	0				transparent
Rec Medium Conference Room (up to 15 people)	190	1	190	250	1	250				
CH Large Conference Room (50-100 people)	1,950	1	1,950	2,000	1	2,000				Current: inc. rec storage Proposed for council meetings; P&Z, DRB, etc.; incl. mobile partition (60/40 split) Located directly off Lobby
CH Medium Conference Room (8-30 people)	545	1	545	600	1	600				Locate on upper level; Board Room set-up
CH Small Conference Room (8-10 people)				250	0	0				Locate on upper level
CH Small Conference Room (4-6 people)	160	1	160	150	0	0				Locate on upper level
CH Training Room				300	0	0				6 terminal capacity; potentially shared with depts. (Laptop carts in shared meeting rooms)
Performance Space with Platform			0	1,400	1	1,400				Shared by all depts; based on 200 seats @ 7 SF pp; intimate space; cubic volume to include space for platform, rigging, sloped seating
Platform				1,000	1	1,000				
Storage				100	3	300				
Backroom				300	1	300				
Control Room				100	1	100				
LIB Maker Space				1,200	0	0				"Dirty Lab"; integrated storage; adult education; arts & crafts; locate near teen room (share with Rec Dept)
REC Teen Room		0	0	850	1	850				relaxed, fun interior design
REC Teen Room storage		0	0	100	1	100				
REC Child Supervision Room		0	0	850	1	850				drop-off while exercising
REC Child Toilet Room w/ changing area		0	0	60	1	60				
REC Tykes/ Youth Program Space		0	0	1,000	1	1,000				Arts; crafts; cooking; playgroup; adult program in PM; furniture should be easily moveable
REC Child Toilet Room w/ changing area		0	0	60	1	60				
REC Teen/ Adult Program Space		0	0	2,000	1	2,000				Maker Lab - "Dirty Lab"; integrated storage; adult education; arts & crafts; furniture should be easily moveable
REC Storage		0	0	100	1	100				
REC Kiln Room and Storage				100	2	200				potentially provide access from Arts & Crafts space also
REC Catering Kitchen		0	0	800	1	800				central located ; shared by all; provide storage, prep area, serving line
REC Multi-purpose space (small)				850	1	850				Adjacency to Kitchen; use for birthday parties, meetings
REC Storage				325	2	650				storage for tables and chairs
REC Senior Room		0	0	750	1	750				feel like a living room
REC Senior Kitchen	85	1	85			0				utilize catering kitchen
REC Senior Center storage		0	0	100	1	100				
LIB Café-Barista/Juice Bar				300	1	300				3rd party leased area; SF incl. seating; located near "front"
All Kitchenette/Break Room				400	1	400				centrally located to all departments
Community Library							13,030			
Office Needs							2,545			
Entry/ Lobby /Foyer/Cell phone area										space for carts in all offices; does not need direct public access
Toilet Rooms (M/F/GN/Family)			0			0				inc. in GSF
Display Areas			0			0				inc. in GSF
Community Info Board			0			0				inc. in GSF
Circulation Desk with 2 checkout stations		0	0	200	1	200				near entrance but shielded
Shelving		0	0	100	1	100				for reserve items / Cart space
Book Processing Area & Tech Services /Catalogue		0	0	250	1	250				2 large tables + desk space
Archiving				250	1	250				
AV Storage				150	1	150				
Back Issues of periodicals				100	1	100				
Library Store				75	1	75				purchases at circ desk - must be nearby
Small Meeting Room (up to 6 people)				120	1	120				
Tutoring Spaces (2-3 People)		0	0	100	3	300				transparent; tutoring; spread throughout
Public Director		0	0	250	1	250				locate in "back" - less accessible; conference space for 4 persons
Circulation Supervisor		0	0	200	1	200				near circulation desk, adjacent to director
Reference Librarian / Public Service		0	0	150	1	150				Very visible to public
Overdue Librarian & Inter-library Loans				200	1	200				Shared office
multi-media production room (printer/scanner/etc)		0	0	200	1	200				
Adult's spaces							3,981			
Collections		0	0	3,696	1	3,696				66% of total collection (based on current collection % of total)
Media (computer technology for public access)				160	1	160				within Adult area, near circ desk for easy help
Adult Services / Collections Development				125	1	125				Near adult area
Seating							1,700			
Soft seating		0	0	850	1	850				See Note 5
Tables and chairs		0	0	850	1	850				Also reading nooks Also tablet seating
Young Adult Spaces							1,426			
Teen Area				300	1	300				adjacent to YA collections and librarian; noisier space; separate but transparent
YA Collections				896	1	896				16% of total collection (based on current collection % of total)
Young Adult Librarian				150	1	150				near YA area
Media (computer technology for public access)				80	1	80				
Children's spaces							3,378			
Activity room/story telling/reading nooks		0	0	1,500	1	1,500				Up to 50 persons
Collections		0	0	1,008	1	1,008				18% of total collection (based on current collection % of total)
Child Toilet w/ Changing Area		0	0	60	1	60				
Display Area		0	0	250	1	250				2d and 3d display ability
Children's Librarian		0	0	250	1	250				Adjacent to Children's Library
Assistant Children's Librarian /Volunteer workspace		0	0	150	1	150				Adjacent to Children's Librarian's office
Media (computer technology for public access)		0	0	160	1	160				
Recreation and Parks Department							29,025			
Office Needs							975			
Entry control desk		0	0	100	1	100				larger in a combined facility
Lobby/ lounge area		0	0			0				inc. in GSF - potentially used to link together multi-gen spaces, transparent
Vending		0	0			0				inc. in GSF
Exhibit/ display (hallway)	120	1	120			0				inc. in GSF
Admin Reception/ Waiting	305	1	305	100	1	100				
Director's Office (Todd Goodwin)	130	1	130	150	1	150				with City Manager if combined
Assistant Director's Office (Holly Baker)	130	1	130	125	1	125				with City Manager if combined
Administration (Darla Champine)	105	1	105	125	1	125				
Program Coordinators	130	1	130	125	2	250				easily accessible to public areas
Office - Interns				125	1	125				Future need
Program Spaces							675			
							28,050			

PREFERRED OPTION

Proposed Space Summary- City of South Burlington
City Center Public Facilities

Option 3: Combined Facility				Existing Conditions			Proposed			Notes
ROOM TYPE	ROOM NFA ¹	# OF RMS	area totals	ROOM NFA ¹	# OF RMS	area totals	ROOM NFA ¹	# OF RMS	area totals	
Gymnasium			0	8,000	1	8,000				1 full court or 2 half-size courts; folding bleacher seating for 500 under elevated track
Gym Storage			0	250	2	500				
Elevated walking track			0	4,500	1	4,500				2nd level within gymnasium
Simulated Outdoor Area (SOA)			0	4,000	1	4,000				Artificial turf surface - Soccer, Archery, Lacrosse quiet practice; locate away from noisy areas
Aerobics/ Movement/ Yoga Room			0	1,500	1	1,500				
Aerobics Storage			0	100	1	100				exercise/movement studios
Multi-purpose space			0	1,500	2	3,000				
Locker Rooms (M/ F)			0	2,000	2	4,000				includes toilets/showers/locker/changing spaces
Family Locker Area			0	400	2	800				
Toilet Rooms (M/ F)			0							inc in LR total
General Storage	290	1	290	300	3	900				Overhead door to exterior
Equipment Storage	385	1	385	500	1	500				locate next to equipment storage room
Laundry/ utility sink / hose bib / drying area			0	250	1	250				
Summer Camp			0							offsite
City Hall			6,265			8,450				
City Hall Needs			680			0				2nd Level
Entry/ Lobby	370	1	370							inc in GSF
Display	inc									inc in GSF
Unisex Toilets (2)	155	2	310							inc in GSF
City Manager Dept			2,240			3,450				2nd Level
Admin/Waiting Area	485	1	485	200	1	200				
City Manager Office - Kevin Dorn	185	1	185	250	1	250				inc. conference space within office
Assistant City Manager Office - Tom Hubbard	110	1	110	150	1	150				
Finance Officer - Sure Dorey	140	1	140	150	1	150				
HR Director/Office Manager/Assist. Treasurer - Janice Ladd	140	1	140	250	1	250				4 file cabinets, storage space, area for people to fill out forms
Secure Storage for HR Records				100	1	100				cold storage
Project Director - Ilona Blanchard	120	1	120	150	1	150				Future FT position
City Attorney office	135	1	135	150	1	150				Future position
Economic Development	120	1	120	150	1	150				Future position
Communications Director - Social Media	125	1	125	150	1	150				Provide layout space
Work Room / supplies/ copy	55	1	55	150	1	150				
Storage	625	1	625	400	2	800				
Conference Room (up to 10 people)				200	1	200				Current: 1 admin Future growth: 1 PT admin + 1 admin for attorney + 3 interns (open office area)
Administrative Support Area			0	100	6	600				
Clerk's Dept			1,710			2,380				Main Level; 4 person staff
City Clerk's Office -Donna Kinville	96	1	96	150	1	150				Visible to Public; most traffic
Lobby	335	1	335	400	1	400				sized for filling out forms; voting booth, public notices, display board
Main Office	679	1	679	300	1	300				part of open office space; adjacent to lobby
Deputy Clerk's Office -Laura Kimball	inc			90	1	90				open office space
Assistant City Clerk -Lori Pilus	inc			90	1	90				open office space
Part time staff person				90	1	90				open office space; future hire
Public Search/access space				150	1	150				part of open office space; computer stations
Conference Space (up to 8 people)				160	1	160				transparent for visual access
Supply Storage / work area / Copy	inc			150	1	150				includes 2 full size copiers, plotter, large postage machine and work area
Circulation	230	1	230			0				
Vault	370	1	370	800	1	800				Vault to be smoke-proof, fire-proof, water-proof
Planning and Zoning			1,355			2,120				Main Level
Plan Layout Area				200	1	200				Public Area to fill out forms/ roll out drawings
Director - Paul Conner	190	1	190	150	1	150				
Administrative Officer - Raymond Belair	130	1	130	150	1	150				
City Planner - Cathyann LaRose	135	1	135	150	1	150				
Admin Assistant/ Front Desk	235	2	470	150	1	150				Future position if separated from Rec Dept.
Storage/ Plan Room	215	2	430	900	1	900				some storage in Vault
Code Enforcement & Planner				150	2	300				Future needs
Conference Space (up to 6 people)			0	120	1	120				
Finance			280			500				Main Level or level above
Tax Department - Martha Lyons	280	1	280	150	1	150				open office space
Assessor - R. Todd LeBlanc	inc			150	1	150				open office space
Public Search/ Access space				100	1	100				open office space
Storage			0	100	1	100				include a safe
OTHER			4,865			685				
Other (specify)										
Information Tech (IT)				100	1	100				
Kitchenette/ Break Room	355	1	355	400	1	400				locate on upper level; centrally located to all departments
Custodial			0			0				inc in GSF
Mechanical/ Electrical			0			0				inc in GSF
Phone/ Data /Server	200	1	200			0				inc in GSF
Elevator	40	1	40							inc in GSF
Shower										inc in GSF
Nursing Room				60	1	60				Not a toilet room
Facility Manager's Office				125	1	125				Future need
Old Police headquarters	4,270	1	4,270			0				
Total Building Net Floor Area (NFA)			15,655			67,560				
Total Building Gross Floor Area (GFA)²			25,099			101,340				
Grossing factor (GFA/NFA)			1.22			1.50				

Includes the net square footage measured from the inside face of the perimeter walls and includes all specific spaces assigned to a particular program area including such spaces as non-communal toilets and storage rooms.

¹ Individual Room Net Floor Area (NFA)

² Total Building Gross Floor Area (GFA)

³ Outdoor considerations: carport

⁴ Library Collection

Current collection is 43,223 print and 3,754 media. See calculation below for proposed; includes young adult, juvenile and childrens collections

Section D

PREFERRED OPTION NARRATIVE

The first step in translating the needs and requirements of the Program Space Summary into building form is to generate Conceptual Bubble Diagrams illustrating the adjacencies of critical program elements. It is worth noting that for the purposes of this study, the diagrams are intended to analyze the appropriateness of locating the proposed programs in City Center. Therefore the exact site is irrelevant and not taken into consideration at this time.

Below is a brief summary of the pros and cons for the preferred option.

Option 3 - Combined Facility – Preferred Option

Pros:

- Single stop access to programs and services
- Greatest foot traffic – draws most people to City Center
- TIF Funding available
- Overlapping space needs provides greatest opportunity for shared meeting and program spaces
- Multi-generational community served
- Addresses programmatic needs
- Minimized footprint (stacked option)
- No need to exit building to visit other departments
- Greater coordination between departments

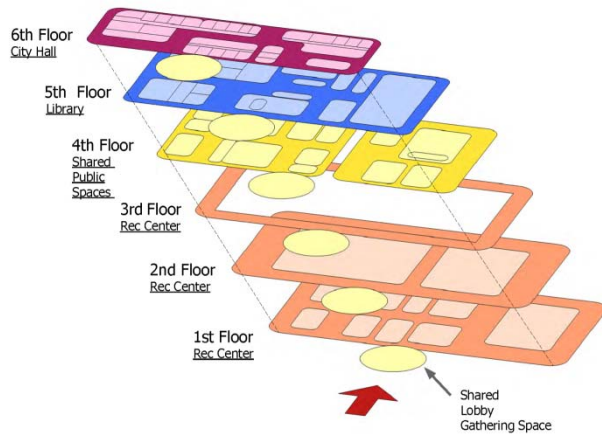
Cons:

- No programmed outdoor fields adjacent to facility
- Departments on multiple floors (stacked option)
- Takes up potential tax generating real estate

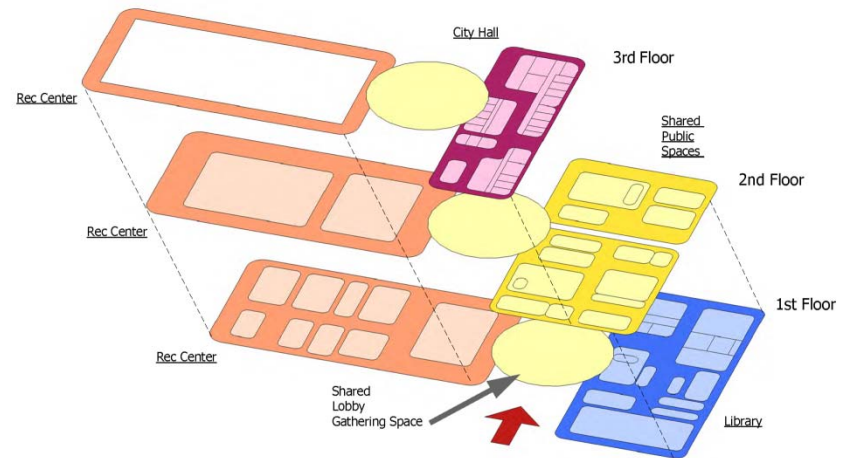
Note: Pros and Cons for Options 2, 4 and 5 are included in the Appendix.

PREFERRED OPTION

Option 3 : Combined Facility



Stacked Diagram



Dispersed Diagram



Section E

PRELIMINARY COST ESTIMATE SUMMARY

D&W generated Outline Specifications to provide PC Construction a basis of design in order to provide a conceptual cost estimate for the options developed.

The intent of the document is to provide a level of quality appropriate to a public building: conservative, durable, low-maintenance both inside and out, but with some allowance for higher quality finishes in selected public areas to give the building (or buildings) a sense of importance and civic pride. Athletic spaces would be outfitted with appropriate floors and other specialized needs. The document also outlines mechanical, electrical, plumbing, fire protection, A/V and technology, and security scopes of work.

The preliminary cost estimate indicate that the new build Options ranged from \$30.0M (Option 3 – Combined Facility) to \$32.2M (Option 2 – Stand Alone Facilities) project cost. Estimates do not include any site costs in the estimate as a specific site has yet to be determined and is outside the scope of this study. However an allowance for driven pile foundations is included, as there is a potential concern regarding the soil bearing capacity within the TIF District. Project costs account for soft costs which cover design, engineering, contingency and permitting fees as well as other project-related costs.

The following table provides a summary of the Preliminary Cost Estimates. Although the “all-in-one” Option 3 is the most cost-efficient, all costs are relatively close.

The committee was presented with an analysis of finances and we believe based on the analysis provided that the value of these facilities outweighs the impact on the taxpayers and is a prudent investment for the community. As this project progresses, the City Council will need to continue to evaluate the various funding sources and impact on the tax rate.

Program Cost Range Summary

	Proposed SF	Estimated Construction Cost	Estimated Project Cost	Cost per SF
Option 1 No Build	25,300*			
Option 2 Stand-Alone Facilities	105,100	\$26,841,243	\$32,209,492	\$305
Option 3 Combined Facility	101,350	\$25,025,355	\$30,030,426	\$296
Option 4 Rec Center and Library; City Hall Stand Alone	102,500	\$25,441,790	\$30,530,148	\$302
Option 5 City Hall and Library; Rec Center Stand Alone	103,500	\$26,214,046	\$31,456,046	\$304

PREFERRED OPTION

Costs not included in estimate:

- Site acquisition and development
- Parking

* Square footage of existing facilities is included for comparison purposes only. Library SF is based on City rented space within SBHS Library.